DP

UNITED
NATIONS

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1991/14
26 March 1991

ORIGINAL: ENGLISH

SUPPORT

Thirty-eighth session
3-21 June 1991, New York
Item 2 of the provisional agenda

ANNUAL REPORT OF THE ADMINISTRATOR FOR 1990 AND PROGRAMME-LEVEL ACTIVITIES

Women in development

Report of the Administrator

INTRODUCTION

1. In its decision 90/19 of 22 June 1990, the Governing Council requested the Administrator to report at its thirty-eighth session (1991) on procedures adopted and progress made in addressing women-in-development issues in preparation for the fifth programming cycle. It also requested the Administrator to give priority to women-in-development training, particularly at the country level. In addition, by decision 90/34 of 23 June, the Council identified women in development as one of the six areas for the United Nations Development Programme (UNDP) to focus on in building and strengthening national capacities in the context of human development.

2. The present report is prepared in response to the above-mentioned decisions. It will address these issues and respond to requests for information by outlining the extent to which gender concerns are taken into account in all UNDP work.

I. FOLLOW-UP TO GOVERNING COUNCIL DECISIONS

3. Human development is not possible unless it encompasses women as well as men. For development to be able to benefit from women's knowledge and skills, and for women to be drawn beneficially into development, gender sensitivity is required. A commitment to addressing gender in the context of development assistance is guided by three basic concerns: (a) that the neglect of women-in-development issues adversely impacts the effectiveness of this assistance; (b) that countries need to draw upon the full potential of their human resources; and (c) that the backlog of

gender inequalities and discrimination must be addressed in the context of human development. UNDP, through its women-in-development mandate, is committed to recognize and respond to all three concerns. In this connection, the UNDP role is to assist Governments to formulate and achieve their women-in-development objectives.

4. With an emphasis on the mainstreaming of women-in-development issues, the Division for Women in Development has begun a process of scrutiny of its own current strategies as well as of the overall UNDP institutional approach to the issue of women in development. The responses to a women-in-development questionnaire, reported on at the thirty-seventh session, provided the frame of reference on which a preliminary analysis was based. Although the data from the questionnaire shows that few field offices and headquarters units addressed gender issues in the preparation of country programmes in the fourth cycle, there is indication of a growing commitment to support and develop gender-sensitive projects and programmes across all sectors. In an effort to respond to such commitment, a diversified approach has been adopted by the Division, as no single strategy can address the needs of all regions and countries. It is expected that such an approach will become even more effective during the implementation of decision 90/34, which will involve a comprehensive effort to strengthen both national capacities and UNDP staff competence to integrate gender concerns at all stages of projects and throughout the programming cycle.

5. An increasing number of requests have been received both for country-level and headquarters assistance in improving staff competence to take account of gender concerns. To respond to these demands, more effective conceptual approaches to mainstreaming gender concerns in UNDP programmes and projects are being developed. The Division has begun a series of consultations with Regional Bureaux to determine a strategy to meet the specific needs of each region. Among the approaches identified are the development of thematic and programming notes, new training modules with specific gender-sensitive approaches, feasibility studies, resource materials, and the sharing of experience and information.

6. The effectiveness and impact of the ongoing training in gender sensitivity provided to UNDP staff, agency project personnel and government counterparts have been reviewed. A revised and innovative training approach has been elaborated and initially tested in India and in Morocco in November 1990. A new case study is being developed in order to demonstrate the integration of gender issues in a more wholistic approach to projects and programmes. This is being tested in several UNDP ongoing training courses for programme staff.

7. In examining ways to integrate women-in-development issues in national development plans, preparatory work has begun on a training programme targeted primarily at field office economists and officials of planning agencies involved in preparation of the round-table process and in the formulation of macroeconomic policies. A second target group is the training of other UNDP programme staff. The training will seek to raise the level of understanding of the general problems of macroeconomics in addressing gender issues, both in the methodology and in its application of policy formulation. It is expected that this programme will help to influence decisions relating to gender concerns for public policy formulation, resource allocation and programme/projects appraisals and approvals.

8. In the area of environment, several new initiatives have been taken to ensure that women's issues are taken into account in the environmental policies and guidelines of UNDP and in the operational work on environment. These include the organization of an in-house sensitization workshop for senior UNDP staff for the purpose of identifying ways in which the issues of women and the environment are interrelated within the sustainable development equation, and to share the experience of the participants for translating the broad conceptual issues into policies and practical guides for action. UNDP is also participating in an inter-agency working group focusing on women's concerns in preparation for the United Nations Conference on Environment and Development (UNCED) in June 1992.

9. Considerable attention continues to be given to project formulation and appraisal. Priority is being given to putting in place and maintaining a computerized consultants roster and a resource and reference system on women-in-development issues.

II. POLICY ISSUES

10. Responsibility for ensuring that all UNDP work is gender-sensitive should rest, henceforth, with the heads of operational and policy units, and through them with field offices. While the Division for Women in Development provides a service function to these units, accountability will increasingly move to the concerned operational and policy units at headquarters and in the field offices. Resident Representatives in particular will be responsible for ensuring that women-in-development issues are brought fully to the attention of Governments, as well as ensuring that all UNDP personnel in field offices are fully familiar with women-in-development issues and take them into account in their work. They will also ensure that all field staff receive the training necessary to enable them to address women-in-development concerns in all aspects of their programme work. It is clear, however, that sustained support and assistance from headquarters in the form of reference material, programme guidelines, training, advisory and consultancy services, will continue to be required.

11. National and field office capacity in gender responsiveness could be strengthened through the appointment of subregional women-in-development advisors. These advisors would be responsible not for women-specific activities, but for the integration of gender concerns in all development efforts. They could be made available to field offices and Governments to assist in the preparation of national development plans, in country and sectoral programmes, in training, in project formulation review and evaluation and in the provision of advice on gender-related conceptual, methodological and operational issues. As the effectiveness of this approach is established, further advisers could be placed in the regions, subject to the availability of funds. Where the use of subregional advisors is not considered suitable, this expertise could be provided through local, regional or international consultants.

12. There is a need to ensure that gender concerns are integrated as a part of all the other focus areas identified by Governing Council decision 90/34. In its decision 91/3 of 22 February 1991, regarding Special Programme Resources (SPR) in

the fifth programming cycle, the Council has proposed an earmarking of $8 million from the SPR for women in development. A programming document will be submitted to the Council in line with paragraph 8 of decision 91/3. This will propose that the allocation be used, inter alia, for policy development and the incorporation of women-in-development concerns throughout UNDP policies, procedures and programmes.

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1991/15
11 March 1991

ORIGINAL: ENGLISH

Thirty-eighth session
3-21 June 1991, New York
Item 2 of the provisional agenda

ANNUAL REPORT OF THE ADMINISTRATOR FOR 1990 AND PROGRAMME-LEVEL ACTIVITIES

The role of UNDP in combating AIDS and HIV

Note by the Administrator

SUMMARY

The present report is presented to the Governing Council in response to its decision 90/25 of 22 June 1990, which called upon the United Nations Development Programme (UNDP) to mobilize the human and financial resources necessary to continue supporting the global fight against the pandemic. UNDP was also requested to pay particular attention to prevention, care and support programmes for women and urged to collaborate closely with appropriate bilateral and United Nations agencies in promoting greater awareness and understanding of the socio-economic implications of the pandemic.

The report discusses the unfolding of the HIV/AIDS pandemic and its implications for development, highlighting the ongoing and planned activities of UNDP in health- and development-related sectors, with particular emphasis on capacity-building to strengthen the response of UNDP and Governments to the pandemic.

INTRODUCTION

1. In its decision 90/25 of 22 June 1990, the Governing Council called upon UNDP to mobilize the necessary resources, both human and financial, to continue its active support to the global fight against the human immunodeficiency virus (HIV) and the disease known as acquired immunodeficiency syndrome (AIDS) within the framework of the World Health Organization (WHO)/UNDP Alliance to Combat Aids. UNDP was also called upon to pay particular attention to prevention, care and support programmes for women. Furthermore, UNDP was urged to collaborate closely with appropriate bilateral and United Nations agencies in supporting greater awareness and understanding of the socio-economic impact of the pandemic.

2. The changes brought on the world by HIV/AIDS during the last decade will deepen and widen over the next decade. Already, approximately one in four hundred of all adults in the world are infected. As of late 1990, WHO estimates that at least 8-10 million HIV infections in adults have occurred worldwide. WHO projections indicate that in 10 years there may be a total of 25-30 million HIV-infected persons. An increasing proportion of all new infection is occurring in developing countries: 65-70 per cent now; 75-80 per cent by the year 2000. An increasing proportion of adults becoming infected are women; at present approximately one third, within the next 10 years, at least 50 per cent. Increasing numbers of infants are being infected and children left without parents. The majority of all infected adults are in the 15 to 40 age group, the most economically and socially active group.

3. National HIV/AIDS programmes have been established within the ministries of health in most developing countries. Initially, programmes focused on the establishment of prevention and surveillance activities. However, in countries where the pandemic has already deepened, a spectrum of responses is emerging: from prevention to care, support and treatment programmes, to programmes of assistance to those left after the death of a family member, through to programmes addressing broader social and economic implications of the pandemic. These broader socio-economic issues include, for example, the depletion of the labour force and of the military, the potential impact on the productive sectors of the economy (agriculture, mining, industry, transport, etc.), on the social sectors (health and education) and on families and communities. The narrowing of the tax base, the worsening of poverty already exacerbated by a worsening global economic climate, including the impact of structural adjustment in many countries, increasing homelessness and social and political unrest are all potential longer-term consequences. The challenges posed by the ever-increasing threat of HIV/AIDS calls for concerted and aggressive action by UNDP and its development partners to minimize this threat to development.

I. UNDP RESPONSES TO DATE

4. UNDP continues to provide support at the country and intercountry levels for prevention and care programmes within the framework of the WHO/UNDP Alliance to Combat AIDS (the Alliance) signed by the Director-General of WHO and the Administrator on 29 March 1988 and re-endorsed by the Governing Council at its

thirty-seventh session (1990). UNDP areas of responsibility within the Alliance include: strengthening the capacity of Governments in the co-ordination of donor activities and in the mobilization of external resources; assisting in the development of a multisectoral response to the pandemic, drawing upon a wide range of expertise, including non-governmental organizations (NGOs), experts and the affected community and assistance to Governments in HIV-related national capacity-building, institutional-strengthening and human resource development. Approximately $30 million in national indicative planning figures (IPFs) has now been committed, largely through the World Health Organization/Global Programme on Aids (WHO/GPA), to support national HIV/AIDS prevention and control programmes and projects. At the global level, UNDP continues to provide direct support to WHO/GPA and to the Global Blood Safety Initiative, which is working actively to minimize the spread of HIV through blood. UNDP field offices also continue to provide administrative, financial and logistical support to WHO/GPA at the country level, as required. In many instances, the United Nations Fund for Population Activities (UNFPA) has provided complementary assistance to support such activities.

5. UNDP is actively consulting with a wide range of partners, including WHO/GPA, WHO regional offices, the United Nations Children's Fund (UNICEF), UNFPA, the Department of International Economic and Social Affairs (DIESA), other organs and agencies of the United Nations system, member Governments, financial institutions such as the World Bank, NGOs and experts from a wide range of disciplines to determine how best to support countries in policy formulation and programme development and delivery linked to the socio-economic impact of HIV/AIDS. In response to the Governing Council mandate on this subject, the Regional Bureau for Africa (RBA) has set in motion an action programme which includes consultation with Ministers of Planning in Africa on the enormity and magnitude of the problem. Resident Representatives in Africa have been requested to give full support to Governments in elaborating HIV/AIDS programmes in development-related sectors and to encourage the establishment of national HIV/AIDS commissions at the highest level in Government. In Uganda, the National Commission has been established in the office of the Prime Minister and UNDP has joined with other partners, including WHO and the World Bank, to support the Government in the formulation of a national, multisectoral strategy to combat HIV/AIDS. RBA is formulating an intercountry programme initially targeting countries most affected by HIV/AIDS. This programme will provide Governments and community-based groups with training in programme formulation, support for the development of HIV/AIDS policies and implementation strategies, promote donor collaboration and assist with the mobilization of additional human and financial resources.

6. An intercountry programme of the Regional Bureau for Asia and the Pacific (RBAP) has been approved; it will facilitate the organization of a series of country and intercountry workshops leading to a major, region-wide seminar addressing the socio-economic aspects of the pandemic. Target groups include policy-makers, national and regional institutions, community-based groups, private sector and other United Nations agencies.

7. The pandemic requires a range of initiatives involving the support of both public and private agencies and the affected communities themselves. There is a

growing recognition of the value and need for community-oriented prevention, support and care programmes, including home-based care strategies, small group counselling, prevention and support efforts at the local level and increased attention to issues related to the needs of women and children. Programme development missions with a focus on community-based groups have been undertaken in Malawi, Rwanda, Zambia and Thailand by the United Nations Volunteers (UNV) programme. This has resulted in the elaboration of national programmes to strengthen community capacity to cope with the impact of the pandemic through the development of sustainable systems of support to families and communities, utilizing a multisectoral teamwork approach. Drawing on this experience, a programming strategy for the use of United Nations volunteers in the response to the pandemic has been developed. Following an innovative programme in Rwanda to minimize iatrogenic and occupational HIV transmission through unscreened blood, the United Nations Capital Development Fund (UNCDF) fielded an identification mission to Uganda, where NGOs and community-based organizations have been invited to be fully involved in the design and implementation of the planned programme.

8. In addition to carrying out its responsibilities under the Alliance, UNDP is a member of the GPA Management Committee; a member of the United Nations Steering Committee on AIDS (convened by the Under-Secretary-General for International Economic and Social Affairs) and serves as convenor of its subsidiary body, the United Nations Standing Committee on Aids; actively participates in the WHO/GPA inter-agency Advisory Group on AIDS; and, on the initiative of the Administrator, has played a prominent role in many countries on World AIDS Day (1 December), which in 1990 focused world attention on HIV/AIDS and women. UNDP has also actively participated in several international forums, including the Conference on HIV/AIDS in Asia and the Pacific in Canberra 5-8 August 1990; the Fifth International Conference on AIDS in Africa, held in Kinshasa, Zaire, in October 1990; the International Conference of AIDS-related NGOs and Community Organizations, held in Paris from 31 October to 5 November, as well as numerous other national and regional conferences under the sponsorship of governmental organizations and NGOs.

9. In recognition of the importance of HIV/AIDS for development, the Administrator has appointed a senior UNDP staff member as Policy Adviser on HIV/AIDS and Development. Steps have also been taken to review staffing requirements at headquarters and in field offices to strengthen UNDP capacity to implement its mandate effectively in this area. Within UNDP headquarters, and in an increasing number of field offices, senior staff serve as focal points for HIV/AIDS. Special Programme Resources (SPR) have also been earmarked to undertake HIV/AIDS programme activities.

II. NATIONAL CAPACITY-BUILDING

10. In recognition of the wider developmental dimension of the pandemic, the Governing Council has given UNDP specific mandates within the general context of social and economic development: to increase understanding of the potential development implications of the pandemic, to strengthen national capacity to respond to support community-based programmes and to assist prevention, care and treatment programmes for women.

11. An initial but critical step has been taken to strengthen the capacity of UNDP and Governments to respond to the development implications of the pandemic. An interregional programme, with co-funding from the Governments of the Netherlands and Norway, was approved in August 1990. Additional support from other donors is being explored. Activities include the preparation of a UNDP policy paper, programming guidelines and an HIV/AIDS and development training programme developed in close cooperation with all Regional Bureaux. The Division of Global and Interregional Programmes (DGIP) coordinates this programme in full consultation with the UNDP Policy Adviser on HIV/AIDS and Development.

12. In dealing with programming for the HIV/AIDS pandemic, development professionals and Governments find themselves facing a highly complex phenomenon. Since there exists no international technical agency dealing with all of the developmental aspects of the HIV/AIDS pandemic, more and more demands will be made on UNDP. Knowledge and programming tools will be needed to respond more effectively to the multidimensional development aspects of the impact of HIV/AIDS. To this end, work has started on the preparation of an HIV/AIDS policies and programming handbook as a complement to a field-based training programme being designed for UNDP, United Nations agency and government counterpart personnel. The training programme includes an in-country orientation session for NGOs and community-based groups. In consultation with the Regional Bureaux a pilot training programme has been prepared to be offered upon request in six African countries and in two countries in other regions from mid to late 1991. This pilot training experience will serve as the basis for a training model on HIV/AIDS and development that can be offered in field offices around the world.

13. UNDP has also initiated studies on issues affecting prevention, care and treatment programmes for women. The issues surrounding HIV/AIDS and women are complex. Effective interventions must mobilize all sectors of society, including individuals, women and men, families, organizations and Governments. As more and more women become infected, and as the burden of care of the sick and the dying increases, women's time will be drawn away from other tasks. The impact of this on their families, on communities and on the productive sectors of the economy is as yet incalculable. Effective and innovative action is needed to change the social status and economic dependency of women to enable them to take steps to protect themselves and their children from the effects of HIV infection. The Division for Women in Development is therefore preparing a gender-sensitive strategy, which will be incorporated into overall response of UNDP to the pandemic.

14. Preparatory work has begun to set up a database at UNDP headquarters on studies related to the socio-economic impact of the pandemic. These initiatives will provide inputs for programming support to Governments to strengthen their capacity to forecast, plan and implement programmes to lessen the future impact of the pandemic.

III. FUTURE DIRECTIONS

15. UNDP is taking the lead, in consultation with multilateral and bilateral donors, to determine appropriate means of ensuring donor coordination and collaboration at the country, regional and global levels in the area of HIV/AIDS and development. As multisectoral national HIV/AIDS programmes become established, the primary focus of UNDP assistance will evolve and increasingly be directed towards the development implications of the pandemic. The strategies will vary, depending on the stage of the pandemic in a region, country or community. Assistance will be provided on HIV/AIDS policy development and for strengthening community-based organizations. Some of the programmes will focus on the development of multisectoral strategies and their implementation structures. Others will concentrate on the immediate need to create a widespread awareness of the development dimensions of the pandemic and to plan for them, as well as the strengthening and expansion of community-based organizations. Future areas where support might be provided to WHO/GPA at the country, interregional and global levels are under discussion. These issues will be addressed in fifth programming cycle country, regional and interregional programmes.

16. HIV/AIDS is a global phenomenon and therefore must continue to be approached from a global perspective with broad strategic objectives. UNDP therefore recognizes the importance of the WHO Global Strategy for AIDS as a framework for ensuring a coordinated response at the country, regional and global levels. As the growing threat of HIV/AIDS results in greater awareness and understanding of the development dimensions of the pandemic, policy directives on the development implications will be required to enhance UNDP capacity to carry out its mandate effectively in collaboration with other partners in a coordinated manner. UNDP therefore intends to present to the Governing Council for discussion at its thirty-eighth session a policy paper on HIV/AIDS and development.

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1991/16
24 May 1991

ORIGINAL: ENGLISH

Thirty-eighth session
3-21 June 1991, New York
Item 3 (a) of the provisional agenda

SUPPORT

SPECIAL PROGRAMMES OF ASSISTANCE

AFRICA-RELATED MATTERS

Role of the United Nations Development Programme in the implementation of the United Nations Programme of Action for African Economic Rocovery and Development 1986-1990

Report of the Administrator

SUMMARY

The present report provides information on the role of the United Nations Development Programme (UNDP) in the implementation of the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UNPAAERD) and responds to Governing Council decision 90/29 of 22 June 1990.

The report describes UNDP's support in setting up consultative mechanisms under the Programme of Action and enhancing regional and country programmes in Africa, as well as significant initiatives undertaken in the course of UNPAAERD to address issues of major concern to African countries, including aid coordination, assessment and programming of technical cooperation, management of their economies and public sector institutions, poverty alleviation and technical cooperation among developing countries. It also outlines UNDP's participation in the overall review of UNPAAERD and possible successor arrangements under the auspices of the Secretary-General.

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I. INTRODUCTION

1. The General Assembly, at its thirteenth special session, adopted by consensus resolution S-13/2 of 1 June 1986 which established the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UNPAAERD).

2. The Programme of Action, in accordance with the objectives and strategies of Africa's Priority Programme for Economic Recovery 1986-1990, 1/ adopted by the Assembly of Heads of State and Government of the Organization of African Unity (OAU) at its twenty-first ordinary session, held at Addis Ababa from 18 to 20 July 1985, sought to reverse the economic decline in the region and to establish a firm basis for sustainable development. UNPAAERD placed special emphasis on action for the improvement of the food situation and the rehabilitation of agricultural development in Africa; drought and desertification; human resources development; and socio-economic policy reforms, including measures for alleviating Africa's external debt burden.

3. The Governing Council, in its decision 86/27 of 27 June 1986, authorized the Administrator to take appropriate action within his mandate in relation to the implementation of the Programme of Action. Since then the Administrator has submitted reports to the Governing Council (DP/1988/24, DP/1989/22, DP/1990/30) on the role of the United Nations Development Programme (UNDP) in the implementation of UNPAAERD.

4. At its forty-fifth session, the General Assembly adopted resolution 45/178 A of 19 December 1990, which set into motion a process for the final review and appraisal of the implementation of UNPAAERD. UNDP is actively participating in the work of the UNPAAERD secretariat, whose Secretary is the Assistant Administrator and Director of the Regional Bureau for Africa. At the Inter-Agency Task Force (IATF) level, one UNDP Professional staff member is working full time in assisting to prepare the draft report of the Secretary-General in addition to being UNDP's representative on the Task Force. UNDP field offices in Africa were host to the review teams that undertook follow-up missions in February 1990 to collect data on the African countries' actions under UNPAAERD. Later in 1991 four cluster meetings of African Planning and Finance Ministers will be organized to consider the outcome of the review of UNPAAERD and to discuss possible successor arrangements. These will be followed by a joint meeting of the Ministers and UNDP.

5. The present report focuses on the role of UNDP in the implementation of UNPAAERD during 1986-1990 and responds to Governing Council decision 90/29 of 22 June 1990.

6. The Administrator submitted a report (DP/1991/17) covering the results of the evaluations undertaken on the Social Dimensions of Adjustment (SDA), National Technical Cooperation Assessment and Programmes (NaTCAPs) and UNDP assistance to intergovernmental organizations in Africa, as requested in

paragraph 2 of Governing Council decision 90/29. The evaluations were completed and the full reports have been submitted to the Governing Council as background documents.

7. In the case of Structural Adjustment Advisory Teams for Africa (SAATA), the results of a technical review were not ready at the time of writing this report. They are expected to be ready by June 1991 and as such the findings and recommendations will form part of the oral presentation to the Governing Council when the item on evaluation is discussed.

II. SUMMARY OF UNDP'S SUPPORT TO UNPAAERD

8. The role of UNDP for the implementation of the priorities of UNPAAERD (1986-1990), may be summarized as follows:

(a) Support for the establishment of coordinating mechanisms for overseeing and monitoring the implementation of the Programme of Action and active participation in consultative mechanisms and promotion of UNPAAERD with other United Nations agencies;

(b) Reorientation of country and regional programmes during the fourth cycle (1987-1991) towards UNPAAERD priorities within an overall increase in resource flows to the region;

(c) Institution of special measures in support of African economic recovery and development by the regional bureaux;

(d) Enhanced activities and programmes by special funds under the Administrator;

(e) Creation of special initiatives to address priority gaps in technical cooperation.

III. UNDP SUPPORT OF UNPAAERD COORDINATING MECHANISMS

9. The Steering Committee of UNPAAERD was set up as the vehicle for informing the international development community, collating information, preparing reports and sharing information on key follow-up economic and financial action especially on the most promising experiences in the implementation of UNPAAERD. It was also set up to build a substantial body of sectoral thematic appraisals that can contribute towards a comprehensive final report by the Secretary-General on the Programme of Action. To that end an Inter-Agency Task Force (IATF) comprising the United Nations Children's Fund (UNICEF), the United Nations Conference on Trade and Development (UNCTAD), UNDP, the Economic Commission for Africa (ECA), the World Food Programme (WFP), the International Labour Organisation (ILO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Bank and the African Development Bank (AfDB) was set up to assist the Steering Committee.

10. Under project RAF/86/043 UNDP provided $1.6 million to support the secretariat of the Steering Committee to finance the cost of three Professional staff and to meet part of the cost and delivery of "African Recovery". The secretariat has been a major medium of information on African development during UNPAAERD. UNICEF contributed its support to the secretariat by funding the post of the Secretariat Coordinator. Bilateral donors - the United States of America, Denmark, Finland, France, Switzerland, Norway, the Netherlands, Japan, Germany and Canada - and the United Nations Population Fund (UNFPA) together contributed an additional $1.5 million. Furthermore UNDP, under the ECA-executed project RAF/88/127, provided $700,000 for the organization of sensitizing seminars in Africa and for the monitoring and appraisal of UNPAAERD activities on the continent. The project has facilitated the fielding of missions to all African countries to collate information on the efforts of the African countries themselves during 1986-1990 for the preparation of the final report of the Secretary-General on UNPAAERD. The financial support was complemented by active involvement in the activities of both the UNPAAERD secretariat and IATF.

IV. RESOURCE PROFILE

11. UNPAAERD envisaged the mobilization of $128.1 billion additional resources of which 64.4 per cent was expected to come from the African countries. This would have meant an additional amount of $US 9 billion Official Development Assistance (ODA) inflows per annum over the period 1986-1990. In reality, however, only marginal increases were experienced in nominal terms, and in real terms the period witnessed a substantial decline in resource flows to Africa. From an estimated total of $25.9 billion net resource flows in 1985, total official and private resource inflows rose only slightly to $26.1 billion in 1987, $27.4 billion in 1988 and $27.4 billion in 1989. Of the total inflows, private flows (direct foreign investment, commercial bank lending and other private flows) declined from $6.7 billion in 1986 to only $3.5 billion in 1989. Net transfers were even lower with total net financial flows falling from $12.2 billion in 1986 to $10 billion in 1989 in nominal terms, or from $10 billion to $6.7 billion in constant 1985 prices. A fuller analysis of the resource flows to Africa during UNPAAERD was presented in UNCTAD document TD/B/1280/Add.1 of 25 January 1991.

12. UNDP resources from all sources allocated to Africa, however, nearly doubled during the fourth programming cycle (1987-1991). In the case of sub-Saharan Africa, the resources rose from $1.2 billion during 1982-1986 to $2.141 billion in 1987-1991. Major priority areas of UNPAAERD received enhanced allocation within the overall increase. Compared with 1986 levels, by 1990 agricultural development support services increased by 106 per cent, with other sectors in support of agriculture such as land transport, trade promotion and development finance support experiencing significant increases. Drought and desertification programmes, including those financed by the United Nations Sudano-Sahelian Office (UNSO), increased by 100 per cent. In the area of human development support for education increased by 67 per cent, employment promotion by 75 per cent of which skills development rose by

142 per cent. Funding for industry support increased by 97 per cent. Population, natural resources and science and technology also received significant increases in support.

13. Notwithstanding that the fourth cycle indicative planning figure (IPF) resources were allocated prior to the formation of UNPAAERD, IPF resources to the Africa region increased by $442 million compared with third cycle allocations. Other non-IPF UNDP resources made available to the region include the Special Measures Fund for the Least Developed Countries (SMF/LDC), Special Programme Resources (SPR), Special Industrial Services (SIS), the Management Development Programme (MDP) and IPF add-on funds which cumulatively accounted for over $40 million. In addition, the Africa region continued to benefit, over the fourth cycle, from a variety of trust funds and UNDP special funds including UNSO, the United Nations Capital Development Fund (UNCDF), the United Nations Revolving Fund for Natural Resources Exploration (UNRFNRE) and the United Nations Development Fund for Women (UNIFEM) estimated at over $210 million, as well as from Government and third-party cost-sharing.

14. At its thirty-seventh session, the Governing Council adopted decision 90/34 of 23 June 1990 on the fifth programming cycle, which will have a significant impact on programmes in the Africa region. A priority allocation of 87 per cent of the IPF will be channelled to countries with a gross national product of $750 or less during the fifth programming cycle. It is thus expected that the Africa region will benefit from an estimated 50 per cent allocation of total IPF resources over the next cycle.

V. SELECTED UNDP SPECIAL INITIATIVES AND PROGRAMMES OF THE REGIONAL BUREAU FOR AFRICA, THE REGIONAL BUREAU FOR ARAB STATES AND EUROPE, AND SPECIAL FUNDS UNDER THE AUTHORITY OF THE ADMINISTRATOR DURING THE IMPLEMENTATION OF UNPAAERD

A. Special initiatives and programmes

15. The second half of the 1980s was uniquely characterized by structural adjustment programmes and policy reforms in Africa. UNDP contributed significantly to the dialogue among development agencies and African Governments on enhancing policy reforms, planning and management of structural adjustment through a number of country-level, regional, interregional and global initiatives. The major highlights of these initiatives are set out below.

SDA, SAATA and subregional planning initiatives

16. In 1988, UNDP organized five cluster meetings of African Planning and Finance Ministers during which the above policy matters were discussed. This was followed by the first ever joint meeting ever held between African Planning and Finance Ministers and UNDP Resident Representatives. A cluster meeting of African-Arab Ministers of Planning was organized by the Regional

Bureau for Arab States and Europe (RBASE) at Tunis in May 1989. Nine countries attended and urged cooperation on a regional basis, and between Arab and African States, to tackle the problems faced. There has been continuous dialogue with the Economic Commission for Africa (ECA), the African Development Bank (AfDB) and the World Bank at various levels to build a consensus on United Nations approaches to structural adjustment.

17. Three major initiatives in support of the reforms are as follows: the Social Dimensions of Adjustment (SDA) project, a collaborative UNDP/AfDB/World Bank initiative which aims to assist African countries in strengthening the social services delivery systems to redress the social implications of adjustment programmes; the Structural Adjustment Advisory Teams for Africa (SAATA) programme which seeks to enhance the capacities of African countries to formulate macroeconomic policies; and a regional project (RAF/89/054) entitled "Support for Planning in Africa" which is aimed at reinvigorating national planning capacities. Since 1988, subregional meetings have been organized for leading African economists and planning experts to consider methodology and issues relating to the revival of strategic national development planning for sustainable development. The last such meeting was held at Abidjan in the first quarter of 1991. The thrust of these efforts is to work out a new planning system which can successfully meet the needs for structural transformation on the continent.

National Long-Term Perspective Studies (NLTPS)

18. One conclusion of the efforts during the implementation of UNPAAERD is that the economic recovery and development of Africa requires a longer term framework than traditional three-year adjustment programmes allow. While efforts at establishing sound macroeconomic policies have to be pursued, there are burning issues such as: human resources development, women's role and status, population growth, deterioration of the environment, and poverty alleviation, governance and democracy as well as regional cooperation, which require immediate attention.

19. During the high-level meeting on Africa held at Maastricht, the Netherlands, in 1990, African countries were invited, inter alia, to prepare National Long-Term Perspective Studies and Programmes (NLTPS/P) which could provide socio-economic frameworks to guide policy reform and investment programmes. At that meeting UNDP was entrusted with the leadership of the international community to assist in the preparation of NLTPS/P.

20. The implementation strategy devised by UNDP for launching/promoting the NLTPS/P processes has a national and regional dimension. At the national level, UNDP with the other co-sponsoring agencies - AfDB, ECA and the World Bank - will sensitize national opinion leaders on long-term issues, assist in organizing meetings to discuss those issues and advise on technical and institutional aspects to carry out those exercises, which should in turn mobilize the national expertise available - both government and non-government, both public and private.

21. These national efforts at formulating flexible strategies for the 1990s and beyond and at articulating a short/medium-term programme consistent with the requirements of the long term will be supported/facilitated by a major regional project whose main components are:

(a) Formulation and dissemination of a conceptual and methodological framework for the preparation of perspective studies and long-term programmes at the national level;

(b) Establishment and maintenance of a regional information system;

(c) Training of trainers to disseminate a conceptual and methodological framework of NLTPS;

(d) Fielding short-term consultants to participating countries, aimed at facilitating the management process of individual NLTPS/P;

(e) Launching prospective studies on matters which are deemed of interest to several African countries when they prepare their national projections;

(f) Fostering prospective exercises and long-term planning by subregional organizations and ensuring coherence with the national exercises through successive interactions.

22. Activities of the regional project will be carried out by two teams of experts, one located in Abidjan, the other in Harare, and by African academic and research institutions, which will be designated as "Centres of Excellence". Those centres will be a source of expertise, will offer training facilities and will form a network specialized in prospective and strategic planning.

<u>African Capacity-Building Initiative (ACBI)</u>

23. Africa has an urgent need for top training and research institutions, and for indigenous professional policy analysts and development managers. To address these needs and based on extensive consultations with African experts, institutions and Governments, ACBI is being jointly sponsored by UNDP, the World Bank and AfDB. ACBI is aimed at strengthening local capacities in policy analysis and economic management in sub-Saharan Africa. It seeks to place investment in human capital and institutions high on the agenda of African Governments and donors and to mobilize the resources and sustained commitment of these parties to implement a programme of specific actions.

24. To further these objectives, a new institution, the African Capacity-Building Foundation has been established with a Board of Governors setting overall policies, an Executive Board to guide and direct ACBI operations, and a Management Team to define and implement the ACBI work programme. The Assistant Administrator and Director of the UNDP Regional Bureau for Africa (RBA) has been elected Chairman of the Executive Board.

Against the target of $US 100 million for its first four-year period, about $85 million has been pledged by donors including the United States of America, Canada, France, Sweden, Finland and the United Kingdom of Great Britain and Northern Ireland. UNDP will provide $9.8 million to finance the ACBI Management Team for the initial period. Although UNDP, AfDB and the World Bank are the lead sponsors, ACBI is intended to represent a true, long-term partnership between sub-Saharan Africa and the entire donor community.

National Technical Cooperation Assessment and Programmes (NaTCAPs) and round tables

25. NaTCAPs have now become an important and well-established process in Africa for national Governments to review the effectiveness of and requirements for technical cooperation. The process of systematically preparing national policy frameworks and priority programmes for technical cooperation, which are the main features of the NaTCAP process, is now under way in 28 countries of Africa. Several more have requested UNDP assistance in launching such a process. At the time the present report was prepared, 11 countries had defined a national policy framework and three (Guinea, Guinea-Bissau and Swaziland) had completed the first three-year rolling national technical cooperation plan. The NaTCAP programme was evaluated this year, and the report is being made available to the Governing Council. The evaluation has validated the approach and the methodology, and has concluded that, overall, the programme has contributed to an improved understanding by both recipients and donors of technical cooperation management issues.

26. A major thrust of UNDP's support has been in the area of aid coordination focusing on an enhanced format of round tables. Under the new round-table format UNDP assisted 13 least developed countries (LDCs) to organize round-table conferences for African countries during the period 1986-1990. In addition, UNDP has contributed 12 papers on technical cooperation at World Bank-organized Consultative Group meetings for African countries since 1988.

Strengthening UNDP's institutional capacity

27. In order to strengthen UNDP's capacity in the field to engage in policy dialogue, the economists' programme was initiated in 1986. In 1988, on the basis of the report of the Administrator (DP/1988/65), the Governing Council approved an increase in the number of international senior economist posts from 12 to 23, the establishment of 30 national economist posts, and the recruitment of a number of Junior Professional Office (JPO) economists for the field. At the time this report was written, there were 21 senior economists, 21 national economists, and 11 JPOs in post throughout the continent. This includes countries covered by both the Regional Bureau for Africa and two countries in North Africa covered by the Regional Bureau for Arab States and Europe. To support this field network and sustain the work-plan adopted for the round tables, NaTCAPs, Consultative Group meetings and policy support, headquarters was strengthened by 6 core Professional posts: 1 LDC Support and Economic Advisory Unit Coordinator; 3 economists for round-table activities; and 2 economists for NaTCAPs. Thus strengthened, UNDP has been able to

provide enhanced support to African Governments in economic policy formulation and aid coordination.

28. The two regional bureaux - RBA and RBASE - continue to work closely together. Activities undertaken by each Bureau include countries from the other Bureau as necessary. For example, Mauritania participated in the cluster meeting of African-Arab Ministers at Tunis in May 1989. The two bureaux, in conjunction with UNSO, are currently working to support African countries in their preparation for the United Nations Conference on Environment and Development. The bureaux are also working together on a number of initiatives, including SAATA, NLTPS and ACBI.

Regional initiatives

29. The period 1986-1990 witnessed an enhanced UNDP collaboration with regional institutions. ECA executed over 20 UNDP-funded projects totalling more than $25 million. The Organization of African Unity (OAU) was supported in the areas of administrative and management capacities through projects valued at $7 million. Other OAU-administered projects totalled $8 million. OAU is also being assisted in its efforts to establish an African Economic Community under a $2 million project. UNDP collaborated with the African Development Bank in major initiatives including the $15 million African Project Development Facility. AfDB is executing a number of UNDP-financed regional projects. Other intergovernmental organizations received substantial support from UNDP. They are increasingly being encouraged to execute UNDP projects, and during the fifth cycle the capacity of regional organizations to execute projects will be made a focus for strengthening. A special evaluation of UNDP programmes of intergovernmental organizations has been prepared for the Governing Council, the summary of which is included in the Administrator's report on three evaluations conducted in Africa (DP/1991/17).

30. At the outset of UNPAAERD the Secretary-General of the United Nations constituted an advisory group of eminent persons with competence in the area of international financial flows to recommend a concrete programme for alleviating the financial burdens of African countries. UNDP financed the preparation of the report entitled "Financing Africa's Recovery: Report and Recommendations of the Advisory Group on Financial Flows for Africa", which was submitted to the Secretary-General in February 1988. In 1990 UNDP also financed an in-depth study commissioned by the Secretary-General on commodity-related development problems in Africa which made action-oriented recommendations with regard to national, regional and international measures to overcome these problems. The report of the Expert Group on Africa's Commodity Problems was submitted to the General Assembly at its forty-fifth session in 1990. 2/ The work of the Expert Group has contributed significantly to international discussions on African development.

31. Within the framework of the current Regional Programme, RBASE developed a project for Maghreb cooperation with the objectives of promoting subregional cooperation between the Maghreb countries (Algeria, Libyan Arab Jamahiriya, Mauritania, Morocco and Tunisia) in areas such as training, consultancies,

studies, seminars, etc. With the formal creation of the Arab Maghreb Union, the need was expressed to initiate a new Maghreb cooperation project in which the Union would play a leading role.

32. During the period 1986-1990 UNDP/RBA approved a total of $58 million to finance subregional and regional projects in transport and communications sectors. Four million dollars was devoted to the coordination and evaluation of the First Transport and Communications Decade in Africa, 1978-1988, and $54 million was allocated to pre-investment and technical assistance projects particularly in three priority areas: human resources and institutional development, subregional and regional integration, and development of manufacturing capabilities. (See the report of the Administrator on the Transport and Communications Decade in Africa (DP/1991/18).) The RBASE fourth country programme (1988-1992) approved ongoing projects of $63 million as of 31 January 1991. The fourth cycle distribution is 42 per cent for food security; 16 per cent human development; 10 per cent natural resources; 8 per cent development issues; 6 per cent environment; and 4 per cent transport/communication.

Global and interregional initiatives relative to science and technology

33. During the period under review (1986-1990), UNDP provided substantial financial assistance to the International Centre of Insect Physiology and Ecology (ICIPE) through a global project entitled Field Testing and Demonstration of Components of Integrated Pest Management Strategies for Crop and Livestock Pests and Disease Vectors (GLO/86/001), with a financial contribution of $6 million. The objective of this assistance was further to develop and disseminate information on pest biology and ecology for better pest management with primary focus on the small farmer. ICIPE has made substantial progress in the understanding of the biology and ecology of major insect pests in tropical Africa. It is now widely recognized as a respected international scientific institution and staffed predominantly by African scientists.

34. Other significant global projects include Improved Control of Animal Trypanosomiasis (GLO/87/004) with a financial contribution of $2,600,000 for the period 1987-1990. It was implemented by the Nairobi-based International Laboratory for Research on Animal Diseases (ILRAD) with a view to developing effective controls for trypanosomiasis and theileriosis (East Coast fever). As a result of continuing financial support through our global project and other donors, ILRAD now possesses the highest capability in Africa for research into trypanosomiasis.

35. UNDP's global programmes have supported the work of the International Fertilizer Development Centre (IFDC) for improving the efficiency of nitrogen and phosphorous fertilizers and developing an expanded programme of training in fertilizer production, distribution, marketing and application. Supplementary assistance for a period of three years was provided to global project GLO/82/005 in the amount of $3,200,000 (1986-1989) to enable IFDC to

undertake preparatory work for the African Fertilizer Centre based in Togo and to continue to expand and intensify the research, training and technology transfer programme for the fertilizer sector in the tropics and subtropics, in order to increase and sustain food production in those regions of the world.

36. A joint African Cooperative Programme was also initiated with UNDP and the International Crops Research Institute for the Semi-Arid Tropics (ICRISAT) through a global project, GLO/81/002, West Africa Sorghum and Millet Programme, after the Sahelian drought. The main objectives of the programme were to cooperate with and strengthen existing West African research for developing higher-yielding varieties of sorghum and millet, to introduce appropriate technologies to achieve consistent and reliable yields, and to train large numbers of national personnel in all aspects of production and research on sorghum, millet and companion crops. Supplementary assistance to this project for 1986-1989 amounting to $4,500,000 was provided to ICRISAT to continue, expand and intensify the research, training and technology transfer programme for the improvement of sorghum and millet in several countries of Africa.

37. Finally, an interregional project was approved during the period under review for emergency assistance to meet short-term and intermediate needs for desert locust control (INT/88/705) with a total contribution of $3,300,000. The project was co-funded by RBA, RBASE and the Division for Global and Interregional Programmes (DGIP). The main objective of the UNDP assistance was to supplement financial aid mobilized from other donors in order to contain the outbreak of locusts through effective control operations and the provision of experienced specialists, equipment and supplies required in countries affected by the outbreak. This assistance was concentrated mostly in the field at country, subregional, regional and interregional levels.

Multi-bilateral initiatives

38. The past year has been a significant one for advancing cooperative arrangements with bilateral donors for programmes in Africa. Notable agreements include the memorandum of intent between UNDP and Portugal concerning the establishment of initiatives for the economic development of African Lusophone countries. Under this agreement, Portugal will provide funds to finance consulting missions, projects of technical assistance and training activities, with particular emphasis on the new initiatives for the promotion of the development of Africa. Most recently a letter of agreement has been concluded between UNDP and France on collaborative arrangements with the Caisse Centrale de Coopération Economique (CCCE) and UNDP for private sector development in Africa. Within the French aid apparatus, CCCE has been given the responsibility for private sector development and activities including restructuring of banking institutions, privatization, mobilization of local savings, creation of investment banks, and establishment of guarantee funds. In addition, a joint communiqué has been issued to UNDP field offices and French missions in Africa reiterating the strong support of the Ministry of Cooperation and Development to NaTCAPs and round tables and indicates the willingness of the French Government to participate in the preparations of fifth cycle country programmes.

B. Initiatives/programmes by funds and specialized units

Technical cooperation among developing countries (TCDC)

39. Efforts were stepped up in the area of TCDC. In 1986 UNDP established an inter-bureaux task force on TCDC activities. At the same time the UNDP Special Unit for Technical Cooperation among Developing Countries took increased measures to popularize the concept and to provide practical support to the implementation of TCDC programmes. The activities in the area have included two TCDC programming exercises in the United Republic of Tanzania and Ghana leading to the identification of over 200 TCDC projects. During the 1987-1988 biennium, TCDC activities in Africa amounted to $2.9 million (0.6 per cent of country IPF expenditures) and they are continuing to rise now that TCDC is a focus of regional activities. Of the total regional IPF expenditures, $30.5 million was used for TCDC activities over the same period.

40. The TCDC activities funded by the Regional Programme for Africa during the biennium 1987-1988 covered essentially three types of programmes: (a) projects specifically designed to promote interregional or intra-African TCDC, e.g., training at the Regional Sugarcane Training Centre for Africa in Mauritius, and support for TCDC exchanges between sub-Saharan Africa and Argentina, Brazil and Tunisia respectively; (b) projects in support of regional and subregional institutions promoting technical cooperation and/or economic integration in particular subregions of Africa, e.g. the Preferential Trade Area of Eastern and Southern African States (PTA), the Southern African Development Coordination Conference (SADCC) and the Economic Commission of West African States (ECOWAS); and (c) regular technical assistance projects which rely specifically on intraregional collaboration, sharing of know-how and use of African expertise, e.g., the African Regional Pest Management Network (PESTNET) sponsored by the International Centre of Insect Physiology and Ecology (ICIPE), the African Timber Organization (ATO) and the Eastern and Southern African Management Institute (ESAMI). Preparatory assistance is also being given for the establishment of a South-South Promotion Centre in Africa.

Integration of women in development (WID)

41. The Regional Bureau for Africa is financing a $9 million package of WID projects in 14 African countries. The projects are designed to raise the productivity of women in key development sectors outlined in UNPAAERD. They include: agriculture, water and sanitation, energy and the informal sector. A number of United Nations agencies are collaborating in these projects; among them are the Office for Project Services (OPS)/UNIFEM, in a $2.7 million regional project which provides credit for women's activities in the informal sector.

42. The integration of women into the development process has been a major concern of the Regional Bureau for Arab States and Europe. To promote women further, a major regional conference was convened in May 1990 in Cairo focusing on the challenges faced by women in the 1990s. All Arab African

countries were represented at this conference, including Mauritania. RBASE is currently working on a programme to support the mainstreaming of women in development based on the conference recommendations.

43. The main thrust of UNDP's WID efforts has been in the area of increased gender sensitivity in all programmes and selection of professional project/programme staff. This is to ensure that gender dimensions are considered in all UNDP's programmes. In addition, RBA, in conjunction with the UNDP Division for Women in Development and UNIFEM, has undertaken special training programmes and projects directed towards women.

UNIFEM

44. Since 1986, the UNIFEM Consultative Committee approved the Africa Investment Plan under which increasing assistance has been provided to Africa. The Plan has emphasized assistance in food and agriculture, the environment, human resources development and the provision of credit for women especially in rural areas. In particular, UNIFEM's Women and Food Cycle Technologies project has collaborated with local authorities in 16 African countries since 1987 to identify and formulate projects which train women in basic food technologies. By December 1990, 13 of these projects were operational. On the whole, in 1986-1990 UNIFEM increased its number of operational activities in Africa from 74 to 104 projects. The corresponding increase in project funding was from $9.3 million in 1986 to $13.6 million in 1990.

UNSO activities

45. During the period 1986-1990, the United Nations Sudano-Sahelian Office approved $US 103 million for programmes and projects. These focused primarily on deforestation control; rangeland management and water resources development, soil protection and sand-dune stabilization; and integrated land management. UNSO also provided assistance in planning and coordination through supporting national efforts to prepare and implement strategy frameworks for national resources management. UNSO increasingly provided support for public information and education in the area of drought and desertification in the Sudano-Sahelian region. UNSO's significant role in assisting African Governments in the preparation of reports for the United Nations Conference on Environment and Development (UNCED) in 1992 is set out in paragraph 58.

United Nations Revolving Fund for Natural Resources Exploration (UNRFNRE)

46. During the period 1986-1990 UNRFNRE executed and financed nine mineral exploration projects in Africa which amounted to $2 million. In addition, it embarked on an ambitious pipeline programme for SADCC countries. By the end of 1990 28 mineral projects for the region had been formulated at an estimated cost of $US 100 million. However, given the financial constraints of the Fund, the implementation of this programme is proceeding slowly. None the less, a project agreement has been signed with the Government of the United

Republic of Tanzania amounting to $3.2 million for the exploration of gold in the north-western part of the country and operations are expected to start in 1991. UNRFNRE is pursuing alternative sources of financing to implement the balance of projects identified.

United Nations Capital Development Fund (UNCDF)

47. Over the period 1986-1990, UNCDF committed over 60 per cent of its resources to the LDCs and "as if" countries in the UNPAAERD region (all of which are in sub-Saharan Africa), with 87 projects amounting to just over $200 million. Programmes aimed at increasing productive activities account for 62.4 per cent of the resources committed, with agriculture, transport and small-scale industries receiving 33.1 per cent, 25 per cent and 4.3 per cent, respectively. Basic needs projects in energy, shelter, health, water supply and education account for the remaining 37.6 per cent. In addition to the funds earmarked for specific countries in sub-Saharan Africa, small entrepreneurs will benefit from two innovative interregional credit projects (totalling $2.2 million) approved in 1990.

Management Development Programme (MDP)

48. MDP was established by the Governing Council at its thirty-fourth session (decision 88/31) with a capital of $US 60 million from the Special Programme Resources (SPR) to help Governments to develop strategic programmes for management improvement. By 31 December 1990, more than 90 Governments had requested support under MDP and projects had been approved in 32 countries. Fifty per cent of MDP resources has been earmarked for programmes in sub-Saharan Africa. In Africa, MDP has contact with 33 Governments endeavouring to strengthen management capacity and improve efficiency and effectiveness in the public sector. By the end of 1990, MDP had committed $10.1 million of SPR funds to approved projects and the development of programmes, while $13.5 million had been contributed by other bilateral and multilateral agencies to activities planned under MDP in Africa.

49. The main fields of concentration in MDP interventions in Africa have been: streamlining of government machinery and the creation or strengthening of institutions for administrative and civil service reforms, including issues of remuneration; human resources management, including personnel management and management education and training; financial management; strengthening capacity for macroeconomic analysis and policy formulation; decentralization and strengthening local government institutions; and enhancing institutional capacities for interfacing with public enterprises and the private sector.

Non-governmental organizations (NGOs)

50. UNDP/NGO collaboration increased over 1986-1990. Highlights of these initiatives include: the establishment of national databases on NGOs in 15 African countries; the development of a roster of consultants on grass-roots initiatives in response to the increasing demand of member countries for such services; the Partners in Development Programme under which 50 NGOs based in Africa received awards for community-based initiatives;

UNDP/ILO workshops for trainers in participatory development; and, the Africa 2000 Network through which financial and technical assistance was channelled to community and grass-roots initiatives (UNDP established national coordinators and selection committees in seven African countries). Project RAF/87/001 on strengthening Government/UNDP/NGO collaboration was established in 1987 to support African NGO associations and to explore modalities for enhanced UNDP/Government/NGO participation. The efforts in this area have been very fruitful as evidenced by the active involvement of NGOs in the preparation, participation and follow-up of the International Conference on Popular Participation in the Recovery and Development Process in Africa, held at Arusha from 12 to 16 February 1990, which resulted in the historic African Charter for Popular Participation in Development and Transformation. 3/ UNDP, in addition to the participation of senior officials in the Conference, contributed $100,000 towards the cost of the Conference.

C. Some issues of special concern to UNPAAERD

Use of African expertise and resources

51. In the spirit of promoting indigenous capacity-building, UNDP has intensified its efforts over the past five years towards increased use of African expertise and resources. A clear upward trend can now be discerned in the use of African consultants, experts and equipment. An Inter-Agency Procurement Services Office (IAPSO)/field office survey on UNDP-funded projects is expected to provide a comprehensive picture of the use of African expertise. While the full results were not available at the time this report was written, preliminary estimates now available on the utilization of experts are most encouraging. Between the years 1986 and 1990 the number of national experts recruited for sub-Saharan Africa grew from 326 to 1,269, representing close to a 300 per cent increase. For the countries north of the Sahara, growth in the number of consultants recruited over the same period nearly doubled. Turning to the United Nations Volunteers (UNV) Programme, the use of African United Nations Volunteers in the region grew dramatically from 346 in 1986 to 739 in 1990, representing an increase of close to 113 per cent. Of the total number of United Nations Volunteers deployed in Africa in 1990, fully 78 per cent were African. The Domestic Development Service (DDS), which channels human resources for community development work, enjoyed similar growth. In 1986, 10 DDS workers were serving in three African countries; by December 1990, 130 DDS workers from 20 African countries were serving in 15 countries in the region. The Division for the Regional Programme in RBA reported that by the end of 1990 50 per cent of the experts engaged in regional projects were from the Africa region.

52. These promising trends are also reflected in the use of African female expertise. Preliminary data show that over 59 per cent of the female consultants recruited by the Office for Project Services in 1990 for the region were African. In an effort to promote cross-regional sharing of African expertise, UNIFEM sponsored a 1990 training workshop on programmes and procedures for 20 African consultants. More precise and descriptive data will

be available once the IAPSO survey has been completed in December 1991. In the meantime, IAPSO will report orally to the Governing Council in June 1991 on the use of African expertise.

53. IAPSO monitors trends in the purchase of equipment from developing countries. While the final statistics are not yet out for 1990, initial figures show a steady increase in the growth of South-South procurement. The level of local purchases of equipment has been limited, however, with the bulk of procurement taking the form of imported vehicles and computer equipment, both hardware and software. This is largely due to the low industrial base in many African economies.

National execution

54. Within the sub-Saharan Africa region the number of projects executed by Governments jumped from 67 in 1986 to 204 in 1989, or over 300 per cent, while expenditures involved have more than doubled over the same period from $7.1 million to $15.0 million. In the Arab-African region, 50 per cent of the Sudan country programme is executed by the Government. A rapid increase in the number of nationally executed projects is planned for Egypt in the fifth cycle country programme.

55. To assist the Government in developing the capacity to manage effectively the growing portfolio of nationally executed projects, UNDP launched a number of training workshops throughout the region. The purpose of these workshops was to bring together Government and UNDP counterparts to clarify the policy and procedural implications of the modality, as well as to resolve specific issues in implementation. In 1989 two subregional workshops were held in Ghana and Malawi involving some 18 countries from East, Southern and West Africa. In the African-Arab countries a workshop was held in Morocco in 1990 and workshops are planned for Egypt and the Sudan in 1991. In 1990, UNDP and ILO established a joint training programme which involves residential training in policy issues and implications of the national execution modality at the ILO Training Centre in Turin as well as field missions which address operational and procedural issues. Joint training workshops involving some nine countries were successfully launched in the United Republic of Tanzania and the Gambia in 1990. There has been a notable improvement in the delivery rate and reporting requirements for nationally executed projects, in the countries which received training.

56. Country-specific missions were also fielded in Uganda, where assistance was provided for establishing a national execution unit within the Ministry of Economic Planning and Development. Similar models for strengthening the management capacity for national execution have been replicated in the United Republic of Tanzania, Malawi and Rwanda and implementation is proceeding smoothly. Reports, however, from the audit missions to some 15 African countries suggest that these training efforts, while effective, need to be followed up to ensure that national management capacities are sufficiently developed to handle the increasing use of the modality and to ensure proper reporting and accountability.

Assistance in designing environmental plans and preparation for the United Nations Conference on Environment and Development (UNCED) in 1992

57. UNDP has been actively involved over the past year in assisting African Governments in the preparation of environmental plans for UNCED. To date, virtually every African country has established a national preparatory committee to coordinate and oversee the process of preparing the national report, and, where necessary, missions have been and are continuing to be fielded to help in the formulation and finalization of plans. IPF resources and centrally controlled funds have been made available to Governments to assist in this process. In May 1991, African-Arab countries were scheduled to attend a regional conference on environment and development to coordinate their presentation to UNCED.

58. Because of UNSO's mandate and role within the United Nations system for activities related to the protection and enhancement of the productive resource base, and at the request of the General Assembly (resolution 44/172), UNSO is assisting some 22 Sudano-Sahelian countries in preparing reports for the 1992 Conference. To coordinate this effort effectively, a Joint Steering Committee was established in September 1990, comprising UNSO, the Permanent Inter-State Committee on Drought Control in the Sahel (CILSS) and the Intergovernmental Authority for Drought and Development (IGADD), which led to a regional meeting of the 22 UNSO countries being convened in February 1991 to exchange views and develop a common understanding of strategic issues for a concerted Sudano-Sahelian programme of action for the preparation of UNCED. The issues and conclusions arising from the meeting are expected to provide useful inputs into UNCED.

59. UNDP has stepped up assistance to Governments in the formulation of environmental management plans. Notable examples include Seychelles and Mauritius, where UNDP provided technical assistance for the formulation of comprehensive environmental management plans, coordinating resource mobilization activities, and launching a donor's conference to raise the financing of specific activities under the plans. In Zimbabwe, preparations are well under way for the first Sustainable Network for Development project in the region which will assist the Government in incorporating environmental concerns into long-term national development plans and will seek to forge a network of regional and national environmental NGOs in support of the programme. UNDP, in collaboration with the United Nations Environment Programme (UNEP) and the World Bank, is also assisting African countries to draw up programmes to benefit from the $1.5 billion Global Environmental Facility.

Private sector initiatives

60. Major efforts were directed at the promotion of the private sector. Since 1988 a total of over 100 country meetings and five subregional meetings have been held in Africa to stimulate private sector activities through promotion of small- and medium-scale enterprises, entrepreneurship and vocational training and enhancement of the policy environment.

61. In addition, UNDP helped to launch a number of innovative projects in support of the private sector. Through the Foreign Investment Advisory Services project (UNDP contributes $1.7 million) UNDP and the International Finance Corporation (IFC) advise Governments on streamlining and simplifying rules and regulations affecting private investment. The Africa Project Development Facility (APDF) with a $10 million commitment, 1986-1995, assists African entrepreneurs to: develop bankable projects, provide sources of equity and loan financing and acquire interests in foreign-owned enterprises and parastatal organizations. A $1.127 million African Small Enterprises Development Initiative seeks to encourage private organizations in promoting the creation, expansion and development of small- and medium-scale enterprises. A $1.415 million "Small-Scale Enterprises Using the Business Incubator Concept" supports national efforts to accelerate the transformation of research efforts into productive activities. And two programmes, the Management Training and Development Fund and the African Management Services Company, aim at strengthening management capabilities in African private sector industries.

62. Other significant initiatives include the financing, through the Investment Development Office (IDO), of seven feasibility studies in Cameroon, Côte D'Ivoire, Guinea, Malawi, the United Republic of Tanzania, Zaire and Zimbabwe. These amounted to $321,000 and were all private sector related. Three of these projects have been successful and resulted in the reimbursement of the cost of the study to UNDP by the investors. In addition to the above, IDO also processed four feasibility studies amounting to a total of $270,000 which were financed through the IPFs on a reimbursable basis. UNDP is also supporting studies towards the establishment of an African investment fund. These programmes and projects are assisting African countries to deal with problems confronting the private sector to enable the sector to play an enhanced role in African economies.

63. Programming missions for private sector development were launched in a number of countries during the period under review. A joint UNDP/Industry Council for Development (ICD) initiative sent programming missions to Senegal and the United Republic of Tanzania to assist the Governments in determining how best to integrate the private sector into an effective partnership for development. In the instance of Tanzania, priority recommendations have been adopted, including the creation of the Tanzania Chamber of Commerce, Industry and Agriculture and also of an Investment Promotion Centre which will act as a central information service for potential investors. Recently, UNDP together with ICD assisted the Government of Namibia in convening a private sector investment conference which brought together potential international investors, members of the domestic private sector and Government officials to discuss their objectives, requirements and concerns. A number of important recommendations were made on areas requiring further attention in the agricultural, manufacturing, and tourism sectors and subsectors. The conference has generally been hailed as a success in launching the Foreign Investment Bill, attracting international interest, and proposing recommendations for creating a more conducive enabling environment for the operation of the private sector.

Emerging priority gaps in technical assistance

64. Many of the development needs of Africa at the start of UNPAAERD largely remain, and hence much of the traditional technical assistance support provided to countries is still needed. Under the NaTCAPs exercise efforts are being made to enhance the effectiveness of such assistance.

65. However, after nearly a decade of adjustment programmes in over 30 countries, new priority gaps in technical assistance are emerging. These include:

(a) National long-term perspective. One conclusion of the efforts during UNPAAERD is that the economic recovery and development of Africa requires a longer term framework than traditional three-year adjustment programmes allow (see paras. 18-22);

(b) African capacity-building. Of increasing concern is the need to build African capacities to formulate national development policies at the highest level. This will obviate the excessive involvement of external agencies in formulation of such policies and their implementation (see paras. 23 and 24);

(c) Popular participation in development. Another emerging technical assistance need is that of assisting the countries to mobilize the greater part of civil society, NGOs and the private sector in national development and to husband the transition towards better governance;

(d) Debt management. Besides their external debt burden, many African countries have also accumulated significant levels of internal debt. Without assistance in managing, rescheduling and reducing the debt problem, the prospects for an economic recovery will remain slight. In many countries room for manoeuvre is diminishing because an increasing proportion of the debt is owed to international financial institutions and hence is not negotiable. Technical assistance is needed to ensure that African countries are able to benefit from innovative measures such as debt-for-equity swaps, debt-for-nature and buy-back arrangements which are providing important relief to countries in other regions.

Cluster meetings of African Planning and Finance Ministers

66. The foregoing emerging needs of Africa will be among the issues that will be discussed by African Planning and Finance Ministers as requested by the Governing Council in paragraph 4 of its decision 90/29. The subregional cluster meetings of African Planning and Finance Ministers originally planned for March 1991 will now be held in July 1991. This timing will permit the results of the United Nations-initiated process for the final review and appraisal of UNPAAERD to be fed into the discussions of the Ministers. The later date has the added advantage that it will be followed more closely by a regional meeting of Ministers at which the draft UNDP regional programme will be discussed. It is envisaged that the cluster meetings will also consider

six other major long-term concerns of the region, namely: the preparation of national long-term perspective studies, environment, science and technology, regional economic cooperation, safe motherhood, and the policies and development implications of the human immunodeficiency virus infection (HIV)/acquired immunodeficiency syndrome (AIDS) epidemic.

D. Beyond UNPAAERD 1986-1990

67. UNDP's support to UNPAAERD could at best be catalytic with the overall impact being determined by the joint efforts of cooperating development partners and the African Governments themselves. The overall assessment of UNPAAERD has to await the full review process which will be completed later in the year.

68. The economic situation in Africa remains grave at the end of UNPAAERD. Fundamental vulnerabilities and structural weaknesses remain in most economies. Agricultural production improved significantly over 1988-1990 largely due to better climate conditions, thus reversing the negative growth rates in gross domestic product. But population growth averaging about 3 per cent meant there was not significant improvement in the living conditions of the majority of the people. Predictions are that in some countries - Ethiopia, Liberia, Mozambique, Somalia and the Sudan, in particular - this review year of UNPAAERD is coinciding with critical food shortages. Desertification remains a menace. While some initiatives were put in place to relieve the African debt burden, the total debt rose to more than $260 billion at the end of 1990 with the average debt servicing ratio topping an estimated 45 per cent in many countries in 1990.

69. It is against the foregoing background that the final review of UNPAAERD is taking place. The Inter-Agency Task Force is collating information both on the efforts of the United Nations system in UNPAAERD and the efforts of the African countries themselves for the Secretary-General's report on UNPAAERD. This process is expected to be completed by June 1991. UNDP is actively participating in the review process. The General Assembly at its forty-fifth session, by resolution 45/178 A, established an Ad Hoc Committee of the Whole to conduct the final review and appraisal of the implementation of UNPAAERD. The Committee held its organizational session in April, and the final review of UNPAAERD will take place in September 1991 at the forty-sixth session of the General Assembly. The results of the final review will be made available to the regional meeting of African Ministers of Planning now scheduled for November 1991, which will discuss the orientations of the fifth cycle regional programme.

70. Finally, in light of the obvious needs of the region, the General Assembly included in the medium-term plan for the period 1992-1997 a programme entitled "African Economic Recovery, Development and Transformation" (A/45/6 (Prog. 45)) in recognition of the need to make Africa a priority concern throughout the period. There is an urgent need to build on this initiative.

Notes

1/ A/40/666, annex I, declaration AHG/Decl.1 (XXI), annex.

2/ A/45/581, annex.

3/ A/45/427, annex, appendix II.

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1991/17
30 April 1991

ORIGINAL: ENGLISH

Thirty-eighth session
3-21 June 1991, New York
Item 3 (a) of the provisional agenda

SUPPORT

SPECIAL PROGRAMMES OF ASSISTANCE

AFRICA-RELATED MATTERS

Evaluations of the Social Dimensions of Adjustment, national technical cooperation assessments and programmes, and UNDP assistance to intergovernmental organizations in Africa

Report of the Administrator

SUMMARY

The present report is submitted in response to Governing Council decisions 89/31 of 30 June 1989 and 90/29 of 22 June 1990, which requested the United Nations Development Programme (UNDP) to undertake evaluations of the Social Dimensions of Adjustment (SDA) project, national technical cooperation assessments and programmes (NATCAPs) and UNDP assistance to intergovernmental organizations in Africa. The report summarizes the principal findings and recommendations of the three evaluation reports and the Administrator's comments. The full reports have been submitted to the Council as background documents.

In the case of SDA, the evaluation report highlighted weaknesses which will be taken into consideration in the formulation of the second phase of the project. The recommendations of the NATCAP evaluation are considered to be useful within the context of UNDP strategy for developing the NATCAP methodology and improving implementation in the field. UNDP views the recommendations of the evaluation report on intergovernmental organizations as a major input in the formulation and implementation of its fifth intercountry programme for Africa (1991-1996).

INTRODUCTION

1. The present report summarizes the main findings of the evaluations of three programmes in Africa supported by the United Nations Development Programme (UNDP). The evaluations were prepared in accordance with Governing Council decisions 89/31 of 30 June 1989 (para. 12) and 90/29 of 22 June 1990 (para. 2). The programmes are: Social Dimensions of Adjustment (SDA); national technical cooperation assessments and programmes (NATCAPs); and UNDP assistance to intergovernmental organizations in Africa. The full evaluation reports have been submitted as background papers to the Council.

I. SOCIAL DIMENSIONS OF ADJUSTMENT

2. The Social Dimensions of Adjustment (SDA) project aims to help participating Governments to integrate social concerns into the core of their structural adjustment programmes. This objective is being sought by means of the following major areas of activity: assessment of the evolution of living conditions of the population; policy analysis of the social dimensions of adjustment; the design of policies and programmes aimed at improving social conditions; and capacity building in the formulation and implementation of social policy, including the strengthening of government capacity to develop and maintain adequate statistical databases.

3. At the outset, support for the regional project was provided by UNDP ($5.0 million), the World Bank ($2.5 million in kind) and the African Development Bank (AfDB) ($2.5 million). Subsequently, financial support for the regional project was provided by the International Fund for Agricultural Development (IFAD), the European Economic Community (EEC), Canada, Germany, Norway, Sweden and Switzerland. Financial support for the national SDA projects formulated under the umbrella of the regional project was provided by the same donors as those at the regional level, with the addition of France, Japan, the Netherlands, the United Kingdom of Great Britain and Northern Ireland and the United States Agency for International Development (USAID). Initially it was anticipated that 10 countries would participate in the project. By the time of the evaluation, however, the number had grown to 30, and subsequently rose to 32.

A. Evaluation

4. Because the project involves three co-sponsoring organizations, as indicated above, the evaluation was preceded by the drawing up of a memorandum of understanding which is reproduced in appendix I to volume I of the evaluation report. 1/ According to the memorandum, it was agreed that the comments of each of the organizations would be attached to the report. These comments form volume II of the evaluation report. The evaluation was conducted by an independent team selected by the Central Evaluation Office of the UNDP Bureau for Programme Policy and Evaluation (BPPE) after extensive consultation with the World Bank and AfDB.

5. The methodology of the evaluation, as agreed in the memorandum of understanding, was designed to examine the implementation experience and to assess the project's continued relevance, effectiveness and contribution to the needs of participating countries. The evaluation team worked from June to August 1990, at the headquarters of the co-sponsoring agencies, and conducted field missions in Cameroon, Ghana, Madagascar, Malawi and the United Republic of Tanzania to assess selected samples of the project's work at the field level.

B. Main findings of the evaluation

6. The evaluation report found that the SDA project reflected the desire of the participating agencies to be responsive to the social concerns and felt needs of their member countries. The SDA project has succeeded in attracting a number of bilateral donors. It has also succeeded in developing guidelines for the establishment of an information system on the social impact of adjustment programmes. In addition, it has supported important social action programmes. For example, in Madagascar, SDA supported an anti-malaria programme, and in the United Republic of Tanzania, it helped the Government to set into place a consistent national social programme under the SDA Priority Social Action Programme.

7. The evaluation report, however, brought out some important weaknesses in the project. Among these were: an overemphasis on data gathering; insufficient experience in carrying out the social action programme; and the unnecessary use of loans for financing national projects. It noted, in particular, that the two main areas of activity of the SDA project - data gathering and social action programmes - were not well linked; many of the social action programmes were open-ended; the World Bank appeared to have used the SDA project as a condition for disbursing other loans; at the regional level, a significant proportion of resources were being used to produce theoretical documentation; and the project as a whole received inadequate supervision.

C. Recommendations

8. The main recommendations of the evaluation report were the following:

(a) After completion of the present phase, in June 1991, the SDA project should be continued with substantial changes in focus and in organizational structure;

(b) If SDA is continued, the World Bank should no longer be the sole executing agency. A variety of qualified agencies and organizations (such as the United Nations Children's Fund, the International Labour Organisation and IFAD), should also become executing agencies;

(c) Each participating country should deal with only one agency for the formulation of the SDA project, the agency to be chosen by the country according to the specialization most appropriate for the country's priorities;

(d) If the project is continued, UNDP should become the secretariat of SDA. UNDP would provide the umbrella under which programmes are agreed, experiences discussed, inconsistencies ironed out and problems ventilated. It should develop common monitoring standards and practices, review and analyse the monitoring of the agency reports and provide inter-agency coordination. All this would require strengthening the capacity of UNDP to deal with such issues. This strengthened capacity should be financed from the SDA programme.

9. The evaluation report highlighted several areas for improving the project's performance. It suggested the need for a more effective linking of the data gathering and social action components of the project to ensure maximum usefulness to African Governments. It also emphasized the necessity for SDA country activities to be financed from grants rather than loans, and cautioned against using adherence to SDA conditions as a prerequisite for the disbursement of structural or sectoral adjustment loans.

D. Comments of the Administrator

10. The sponsoring organizations have made detailed comments on the SDA report, including its weaknesses and inconsistencies. These comments are contained in volume II of the evaluation report 1/ and are not repeated here. On the whole, UNDP regards the evaluation report as a useful basis for improving the functioning of the SDA project in the future.

11. The SDA project is an ambitious one, and the past two years have provided a constructive learning experience. The objectives, scope and nature of project activities have evolved considerably during the past two years. The project had as its initial objective the strengthening of the capacity of Governments in 10 participating countries to assess the social dimensions of adjustment and to formulate social policies and programmes. Since its beginnings, in 1987, the objectives have become more ambitious and are concerned with integrating social issues into the formulation of macroeconomic policy. In terms of country coverage, the scope of the project has also been expanded considerably over this period.

12. Concerning the nature and scope of the SDA project, the evaluation report suggested the need for clarification of the relationship between activities aimed at assessing the emerging social situation and those aimed at improving the capacity of Governments to design and implement poverty alleviation programmes. This is a recommendation which the Administrator heartily endorses.

13. Statistical activities have received much attention in the SDA project, both at the regional level, in terms of the development of survey instruments, including prototype questionnaires and analysis plans, and at the national

level, in terms of the priority given to household surveys. The evaluation report raised some questions concerning the overemphasis on information gathering. In the view of UNDP, the emphasis on statistics can be seen as a strength of the SDA project, since all African Governments agree that their capacity to formulate and target social policy is severely constrained by the absence of data, particularly household survey data. The contribution of SDA in meeting the data requirements of improved social policy and planning, and the corresponding capacity-building, could prove to be of lasting benefit, especially if statistical activities are guided by nationally determined priorities. The project has developed a framework for the collection and analysis of data, and work has started at the national level in 12 countries. Within two to three years, data will become available to be fed into the next generation of structural adjustment programmes. Given the difficulties faced by government statistical offices in most African countries, it is inevitable that progress in this area will be slow and uneven.

14. In regard to the terms of financing, the evaluation report expressed concern that loan funds had been used to finance certain SDA activities at the national level, in view of the absence of quantifiable or predictable effects of the programmes on the productive capacity of the economy. Furthermore, since the SDA project should be viewed as a series of experiments, it was argued in the report that other lending should not become conditional on compliance with particular SDA requirements. The view of the Administrator on the grant funding of national level activities is that there is some merit in this argument, especially for Governments facing major debt problems. It must be noted, however, that International Development Association (IDA) funds have a very high grant element; it is important that the financing package for the national SDA programmes be examined as a whole. Frequently, IDA loans constitute a small part of the total funding.

15. One of the major initial priorities of the project at the regional level was the preparation of a conceptual framework paper. The evaluation report noted the very substantial cost of producing this paper, and suggested that it gave little guide to the design of poverty alleviation programmes, and neglected institutional issues and delivery systems. In the view of the Administrator, the analysis at the conceptual level was a necessary first step, but it is now essential to focus the regional level activities more clearly on support for the formulation and implementation of national SDA projects. This will involve some decentralization of project staff, as well as a refocus of activities.

16. On the governance of SDA, the evaluation report recommended that, following completion of the present phase in June 1991, changes should be introduced in the focus and organizational structure of the project, in order to give a more systematic role to other agencies and organizations of the United Nations system and to foster greater diversity in the approach to SDA. In order to implement, supervise and monitor these changes, the in-house capacity of UNDP would have to be strengthened.

17. In summary, the Administrator agrees that the project has achieved significant progress in a short period of time. Technical divergences of view may exist on the priorities and how best to reach them, but all share the same certitude that the issues addressed by the project are essential to the revitalization of African economies. Policy reform will be a long process, and it is becoming clearer that it is impossible to neglect its social and human dimensions. The evaluation report noted, that among its other characteristics, the social action programme lacked interdependence of programme components. In order for the SDA project to succeed in providing the basis for the integration of social issues into macroeconomic policy reform, it is the UNDP view that a restructure of the focus of SDA and its organization are needed. In particular, the United Nations system should play a more systematic role.

18. UNDP is proud to be one of the initiators of the SDA project. However, with the number of countries increasing, to 30 at the time of the evaluation, from 10 at the initiation of the project in October 1986, and with the changes recommended in the role of UNDP, there is now a need to strengthen in-house analytical capabilities, particularly at the field level, in order to provide adequate backstopping, and also to contribute substantively to the development of ideas and concepts and to their implementation.

19. In the light of the above, and given the continued needs of the majority of African countries to address the social dimensions of policy reforms, UNDP would favour the continuation of SDA-related activities during the fifth programming cycle (1992-1996). To that end, subject to consideration by the Governing Council, the Administrator recommends a new project focused on structural adjustment and social development in Africa. In accordance with the greater role for the United Nations system recommended by the evaluation report, the new project would be designed in full consultation with the African countries, the agencies and organizations of the United Nations system, including the World Bank. The context for this will be the broader discussions concerning the role of the United Nations system in developing a more human-centred approach to policy reform in the 1990s.

II. NATIONAL TECHNICAL COOPERATION ASSESSMENTS AND PROGRAMMES

20. National technical cooperation assessments and programmes (NATCAPs) provide a substantive exercise through which the recipient Government assesses country data on technical cooperation, elaborates a clear national policy framework and a priority national programme for technical cooperation, and sets out to establish a stronger system for managing and planning the technical cooperation financed from all sources. The NATCAP initiative was introduced in view of the need to build national capacities as an indispensable element for long-term development in Africa, and the need to make the most effective use of technical cooperation resources for this purpose. Indeed, there is growing concern with issues such as the ad hoc nature of technical cooperation programming, lack of coordination among donors and duplication of inputs, the very large proportion of official development

assistance allocated for technical cooperation, the qualitative impact of programmes particularly with respect to training and sustainability, the increasing costliness of technical cooperation inputs, especially in relation to effectiveness and the donor driven nature of programming. There was thus a recognized need for a more systematic approach to programming technical cooperation by the recipient Government, covering all sources of financing, and based on a review of a country's experience with technical cooperation to assess lessons of the past, an assessment of priority needs and a review of ongoing programmes.

21. NATCAPs were initially launched on a pilot basis in 10 countries from 1986 to 1988. From this experience and following the recommendations of an interim review, a detailed methodology was formulated in early 1989; since then, the programme has been expanded and the process is now under way in some 28 countries, all in Africa, except for one in Haiti. A dozen more countries requested UNDP assistance to initiate the process during 1991, including several countries in Latin America and the Caribbean.

22. The NATCAP methodology emphasizes the following features: (a) a process that is led by the Government, requiring a clear institutional framework within the Government. This might involve a steering committee or task force with high-level direction and a working structure with clear identification of a national coordinator and maximum reliance on national expertise, including consultations with the donor community; (b) a streamlined and result-oriented process, with clearly defined timetable and outputs, namely a database, a policy framework on technical cooperation and a national priority technical cooperation programme; and (c) mechanisms for backstopping by UNDP.

A. Evaluation

23. Governing Council decision 89/31 requested the Administrator to undertake an evaluation of the NATCAP exercise as a whole. The evaluation was organized jointly by the Central evaluation Office of BPPE and the Regional Bureau for Africa and comprised two phases. Phase I was a comprehensive desk review which started in early 1990 and was completed by mid-year. A verbal report of progress was provided to the Governing Council at its thirty-seventh session, in June 1990. The preliminary findings of this review were tested and supplemented by field missions to five countries during phase II, which took place from September to December 1990.

24. The field visits included Chad, Ghana, Guinea, Malawi and Zambia, and were specifically intended to reflect a broad range of experience and country backgrounds.

25. Phase I of the evaluation was carried out by an independent consultant specialized in the institutional aspects of development. Phase II was carried out by a team comprised of individuals from recipient Governments and donor institutions and the private consulting sector. The Government of Finland was associated in the planning stages of the evaluation.

B. Main findings of the evaluation

26. The evaluation report 2/ found that generally, the NATCAP methodology defined in 1989 had proven appropriate and creative. It has been particularly effective in laying out the steps leading to the adoption of a technical cooperation policy and in encouraging government-led assessments of technical cooperation and building strong interest for some form of programming within recipient Governments. The NATCAP process has been successful generally in inducing a process of review and programming in some 30 countries. What had begun as an experimental UNDP project has become, potentially, a means for all donors to relate their technical cooperation activities to recipient priorities, and a central organizing focus of UNDP global responsibility for guiding the coordination of technical assistance.

27. At the time of the evaluation, 10 countries had prepared policy statements; another 20 or so were in process. Two countries had prepared programmes and several were actively engaged in the process. Furthermore, during 1988-1989, discussion papers on technical cooperation were presented at consultative group meetings and round-table conferences. This was done in response to a request by the Development Assistance Committee of the Organisation for Economic Cooperation and Development (DAC/OECD), and has contributed to building a better understanding of technical cooperation management problems.

28. Since the active engagement of the recipient Government is the central concept of NATCAP, the evaluation focused on this criterion as a benchmark for progress. In this context, the technical cooperation policy statements prepared by the 10 African Governments represent the progress made in internalizing the assessment process in relation to their priorities and in identifying measures for improving technical cooperation effectiveness. The Governments concerned have declared their intention to gain a more equal partnership in programme decisions on technical cooperation design, components and uses. They have also conveyed the message that they want increased attention paid to training and a genuine strengthening of their institutional capacities, with a more selective process for engaging expatriate consultants. They would reverse the allocation of technical cooperation funds in favour of training and equipment. Despite acknowledged weaknesses in their institutions, they would like to see first choice go to qualified local consultants and to local execution of aid projects as part of the capacity-building process.

29. To date, the results of NATCAP exercises have been strong in assessment, leading to the formulation of a policy statement, but as yet the mastering of programming techniques is still to come. So far, only two countries have prepared NATCAPs, while several others are actively engaged in doing so. While the experience of NATCAP in Guinea has been positive, there is as yet uncertainty regarding: (a) how the Government can best proceed operationally with programme preparation; and (b) how donors would use it. More detailed guidance from UNDP is needed in this area so that the momentum of phase I can be sustained.

30. Donor agencies have fully endorsed the principles of NATCAP and have been involved at various stages of preparing a policy framework. None the less, many donor officials in the field have urged NATCAPs to focus on their operational applicability, particularly on how the process will affect donor operations. More active engagement by donors in the NATCAP process is essential.

31. Furthermore, the conceptual focus of NATCAP preparation has been broad, and is subject to different interpretations. Varying emphasis has been placed on NATCAPs as a means of integrating technical cooperation into plans and budgets of recipient Governments; of empowering Governments to manage technical cooperation; as a means of programming operational gap-filling and training inputs; and finally, as a support to structural adjustment reforms. NATCAPs provide an excellent means for programming requirements for sectoral capacity-building if there is a sharp focus on human and institutional resources and if the NATCAP style of collaborative programming is pursued.

C. Recommendations

32. The overall thrust of the recommendations is threefold: first, to strengthen, both conceptually and operationally, the preparation of NATCAPs; second, to sharpen the conceptual focus of NATCAPs on human resources and institutional capacity-building and to promote methods for design and delivery of technical cooperation favouring this objective; and third, to bring the management and backstopping of NATCAPs in line with their central role of encouraging self-reliant development.

33. Specifically, recommendations include the following 12 points:

(a) NATCAP policy framework papers should focus more sharply on policy priorities and measures for preparation of a national technical cooperation programme;

(b) Greater efforts should be made by UNDP and donors to assist recipient Governments in developing technical cooperation information systems adequate to the task of managing the acquisition, processing and analysis of data needed for NATCAP preparation;

(c) More detailed guidance should be provided to Governments with NATCAPs on how to proceed with preparing programmes;

(d) More efforts should be made to inform donors concerning the operational aspects of NATCAPs and to engage their active support to help Governments become equal partners in decision-making;

(e) The conceptual focus of NATCAPs should be concentrated mainly on human resources and institutional capacity-building, rather than on structural adjustment;

(f) UNDP and the specialized agencies of the United Nations should work closely with Governments on common approaches for introducing capacity-building criteria into sector assessments for technical cooperation programmes;

(g) The programme approach to technical cooperation should be fully applied by expanded financing of technical cooperation components, with increased emphasis on training and equipment within well-prepared sectoral strategies;

(h) Donors should shift technical cooperation resources in favour of in-country training and should increase aid for middle-level training, with emphasis on the private sector and improved gender balance;

(i) UNDP country programmes should concentrate on human resources and institution capacity-building within the framework of NATCAPs;

(j) In its important role of strengthening government capacity to manage aid, UNDP should consolidate technical cooperation for NATCAPs with other aid coordination projects financed by UNDP;

(k) UNDP should review the requirements for backstopping NATCAPs, which, given the change in both their scale and nature, make greater demands on UNDP support;

(l) UNDP should resist viewing NATCAPs as projects to be administered like other mainstream projects, but rather as an integral part of UNDP support operations, central to their global responsibility for encouraging self-reliant development.

D. Comments of the Administrator

34. Overall, the independent evaluation report presents a balanced assessment of the NATCAP concepts and results to date.

35. The evaluation will be useful for UNDP strategic thinking in developing further the NATCAP methodology and improving implementation in the field. The report reflects a clear and insightful analysis of the process, including a realistic assessment of strengths as well as weaknesses. These recommendations point to priorities for further work. UNDP is therefore actively following up on the recommendations, which the Administrator endorses in their totality.

III. UNDP ASSISTANCE TO INTERGOVERNMENTAL ORGANIZATIONS IN AFRICA DURING THE FOURTH INTERCOUNTRY PROGRAMME FOR AFRICA

36. UNDP has been providing assistance to African intergovernmental organizations for a number of years. In the third cycle intercountry programme for Africa (1982-1986), a deliberate attempt to achieve thematic coherence in support of the Lagos Plan of Action and the Final Act of Lagos 3/ was made through support for regional and subregional cooperation. Accordingly, the programme allocated $36.1 million, almost 19 per cent of the programmable resources of $192.6 million for this purpose. This assistance was channelled mainly in two forms: (a) institutional support and/or support to multisectoral programmes of a number of African intergovernmental organizations set up to promote some form of economic cooperation and integration. These organizations included the Organization of African Unity (OAU), the Southern African Development Co-ordination Conference (SADCC); the Economic Community of West African States (ECOWAS); the West African Economic Community (CEAO); the Customs and Economic Union of Central Africa (UDEAC); the Economic Community of Great Lakes Countries (CEPGL) and others; and (b) support for the development of river and lake basins.

37. Based on an evaluation of the assistance to intergovernmental organizations during the third programming cycle, the fourth cycle intercountry programme (1987-1991) was shifted from broad secretariat support to activities that focused on achieving more specific objectives, such as increasing production in the agricultural, industrial and energy sectors. The rationale for such an approach was that, by supporting activities in areas of more obvious relevance entailing more direct benefits to participating countries, greater government support for the regional institutions would be achieved than might have been the case otherwise. In addition, to ensure further member support for project activities, the primary responsibility for project formulation was to be placed with the secretariats of the intergovernmental organizations as opposed to the agencies and organizations of the United Nations system, with external assistance provided where appropriate.

38. In reviewing the implementation of the fourth cycle intercountry programme, the mid-term review (DP/1990/38/Add.9) raised a number of issues, including: (a) the timeliness of the decision to move away from general institutional support activities at a time when the organizations faced rather severe financial problems; and (b) the protracted period spent on formulation, approval and implementation of regional projects. The mid-term review recommended that an independent evaluation be undertaken to assess the UNDP experience with African intergovernmental organizations during the fourth programming cycle (1987-1991) and provide guidance for assistance during the forthcoming fifth programming cycle (1992-1996).

A. Evaluation

39. The independent evaluation was undertaken from October to November 1990 and involved consultations with representatives of Governments, officials at UNDP headquarters and field office representatives, selected United Nations specialized agencies and intergovernmental organizations concerned with economic integration. The evaluation focused, inter alia, on the following:

(a) To what extent has the UNDP Regional Bureau for Africa succeeded in implementing its assistance to the intergovernmental organizations as intended in the fourth cycle intercountry programme? What were the major constraints, if any?

(b) Do the existing intergovernmental organizations have the financial and institutional capacity to promote genuine economic integration? If not, what other vehicles exist in Africa today that are capable of promoting closer economic ties and economic integration?

(c) What would be the elements of a comprehensive technical assistance programme which could support economic cooperation and regional integration in Africa in the 1990s?

(d) Within this programme, what kind of assistance - based on its comparative advantages - should UNDP provide during the fifth cycle intercountry programme (1992-1996)?

B. Main findings of evaluation

40. The key findings of the evaluation report 4/ include the following:

(a) The economic cooperation and integration schemes are considered vital vehicles for the promotion of increased economic growth and welfare in African countries, individually and collectively;

(b) UNDP assistance to the intergovernmental organizations is appreciated not just for the support it provides but more so for the catalytic nature of the assistance arising from the strategic role of UNDP as a mobilizer and coordinator of external resources;

(c) During the fourth programming cycle (1987-1991), UNDP approved 51 regional and subregional integration projects, with a budget of $38,868,629, in favour of OAU, the preferential trade area for Eastern and Southern Africa (PTA), the Indian Ocean Commission (IOC), SADCC, ECOWAS, CEAO, UDEAC, the Economic Community of Central African States (ECCAS) and CEPGL. This amount was far from adequate. The assistance was spread too thinly among the intergovernmental organizations to have an appreciable impact, given the prevailing economic and financial crisis in the region;

(d) Delays have been experienced in the formulation, approval and implementation of multisectoral projects;

(e) OAU, as well as other intergovernmental organizations concerned with economic integration, have expressed their desire to undertake direct execution of regional projects, without the automatic intermediation of the specialized agencies of the United Nations or other external technical or financial entities.

C. Recommendations

41. The main recommendations of the evaluation report include the following:

(a) OAU and the other intergovernmental organizations should rationalize their objectives in order to avoid duplication, streamline their structure and staffing patterns and adopt internationally acceptable standards of management, administration and accountability in the allocation and utilization of public funds;

(b) Considering the extraordinary economic challenges that continue to face the African continent and the need for increased external resources, UNDP, along with the rest of the international community should support African subregional and regional institutions with much higher resources during the period of the fifth cycle intercountry programme;

(c) In view of the complexity of the situation and the fact that it takes a long time to feel the impact of economic cooperation and integration activities, UNDP should adopt long-term plans (from 15 to 20 years) in terms of allocation and utilization of resources for such activities;

(d) In compliance with the spirit of General Assembly resolution 44/211 of 22 December 1989, and in response to the explicit request of OAU and the other concerned intergovernmental organizations, for direct execution of regional projects, UNDP should help these institutions to build solid technical and administrative capacity in order to administer, manage and technically control the efficient implementation of projects;

(e) The UNDP Division for the Regional Programme of the Regional Bureau for Africa should increasingly decentralize the administration and management of regional projects in order to expedite project formulation, approval and implementation. This should be accompanied by the development of relevant guidelines and manuals on UNDP policies and procedures for effective and proper administration of regional and subregional projects by intergovernmental organizations, in accordance with United Nations standards of control and accountability.

D. Comments of the Administrator

42. UNDP is taking into account the above recommendations in the formulation and implementation of its fifth cycle intercountry programme for Africa. Specifically, the intercountry programme will: (a) continue to support

activities aimed at accelerating the process of rationalization of the objectives and activities of the various intergovernmental organizations concerned with economic integration and facilitating the establishment of an African economic community; (b) pursue the objective of national execution by: (i) ensuring a more active involvement of the intergovernmental organizations in programme and project identification, formulation and design; (ii) encouraging selected intergovernmental organizations to implement UNDP-funded programmes, based on an assessment of their capacity to do so, and, to this end, strengthen the latter by making training a strong component of the technical cooperation programme.

43. In regard to paragraph 41 (e) above, which recommends decentralization of the administration and management of regional projects, the UNDP Regional Bureau for Africa has already fielded three regional programme officers approved under Governing Council decision 88/46 of 1 July 1988. The offices are based in Abidjan, Lusaka and Libreville. These are in addition to UNDP representation at OAU headquarters and the UNDP Liaison Office at Addis Ababa. The regional programme officers are now playing an increasing role in project identification preparation and monitoring of projects at the subregional level, thus providing closer communication among intergovernmental organizations, Governments and resident representatives.

Notes

1/ Available to members of the Governing Council as a background paper (UNDP, Central Evaluation Office. The Social Dimensions of Adjustment (SDA) Project, New York, 23 November 1990, vols. I-II).

2/ Ibid. (Evaluation of National Technical Cooperation Assessment and Programmes (NATCAP), vols. I-II).

3/ Lagos Plan of Action for the Implementation of the Monrovia Strategy for the Economic Development of Africa (A/S-11/14), annex I.

4/ Available to members of the Governing Council as a background paper. (UNDP, Report of an Evaluation of UNDP's Assistance to African Intergovernmental Organizations (IGOs), New York, November 1990).